



## INTRODUCTION

Public Services are essential to the functioning of the town. They support existing and planned development and contribute to the health, safety, education and general welfare of Leesburg residents. The public services described in this element include:

- General government services
- Public safety services
- Public Schools
- Public utilities
- Library services
- Community Services

Public services within the town limits of Leesburg are provided by several governmental and private entities. Public utilities and public safety services are provided by the town. Loudoun County provides public schools, a public library, public health and social services, as well as courts and detention facilities. Fire and rescue services are provided mostly by volunteers with financial support from the county, citizen donations, land development proffers, and the town.

Parks, open space, and recreation facilities are provided by the town, Loudoun County, and the Northern Virginia Regional Park Authority. These facilities are addressed in detail in Element Nine, *Parks and Recreation*.

The organization of this Plan element reflects the division of responsibility for providing public services. It starts with services for which the town has primary responsibility and concludes with those for which the town has limited responsibility. The purpose of this element is to discuss current and projected levels of public services and the degree to which the town's existing involvement in, or responsibility for, such services should be maintained or expanded during the planning period.

Citizens of Leesburg also enjoy a broad range of services provided by the private and non-profit sectors in the realm of specialized education, mental health, services for the handicapped, etc. These are briefly addressed in the final section, Community Services.

Level of Service (LOS)<sup>1</sup> is used in this element as a standard measurement of several town services and facilities, namely, utilities, public safety, libraries, and education. LOS is used not as an unachievable distant goal, but a realistic, feasible standard that allows cost effective provision of essential services or facilities to town residents and businesses.

Residential uses generally require more costly public services and facilities than non-residential uses. Additionally, residential uses do not usually generate the revenues necessary to pay for all the services they demand, especially schools and parks. It would be necessary to raise real property taxes to unacceptably high levels or reduce the LOS to unacceptably low levels in order for expenses and revenues attributed to residential uses to be equalized. On the other hand, *nonresidential* uses do generally pay their own way, and more. This is why it is so important to

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<sup>1</sup>Level of Service or LOS is a measure of the appropriate amount of service or facilities for a particular town function. This is often measured relative to population, such as 10 acres of parks per 1,000 people. For fire protection or rescue services, LOS may be expressed in terms of minutes of desired response time, e.g. 4 minutes. For potable water, it is expressed in terms of capacity, pressure and quality. The benefit of this measure is that it is quantifiable and comparable over time to indicate whether service is improving or declining with new development and population growth. Rezoning, preliminary plats, and development permits give an early indication of the impact of development on public services. The affect of these types of development applications on the various public services can be evaluated and addressed during the application review process.

determine and maintain a fiscally sound balance between residential and nonresidential land uses and development in the town. While it is true that residential development will eventually be a catalyst for nonresidential development, care should be taken that the town does not appropriate excessive areas of the town to residential uses to the long term detriment of its economic future.

### **GENERAL GOVERNMENT SERVICES**

Leesburg is the center of both town and county government services. The town's role as the county seat is apparent in its traditional downtown courthouse square, which includes county administrative offices and facilities of the circuit court. The county presence downtown has been enhanced with the new county administrative complex and the relocation of the courts into the old administration building. These county facilities and the nearby town offices are the focal point for government services.

#### **Town General Government Facilities**

##### **Town role/responsibilities**

As a town, Leesburg has chosen to have primary responsibility for the provision of a variety of general government services including governance, police, street maintenance, public parking, utilities, planning and development review, and parks and recreation. Leesburg works with the School Board and Board of Supervisors to provide school sites in accordance with annexation policy. It also contributes to county services such as fire and rescue services, libraries and various social services. Specific subsections of this chapter or other chapters address police, parks and recreation, education and other line functions. This section discusses only the administrative facilities necessary for the operation of Leesburg town government.

##### **Existing demand (based on current population and development)**

The Town of Leesburg provides services to an estimated 1997 population of more than 25,000 people. In addition, it not only serves as the county seat for one of the most prosperous and fastest growing counties in the region, but serves as a desired tourist destination as well. Therefore, the demands on government services go well beyond serving the residents within the 11.6 square miles of the town. The town also serves businesses and residents of major portions of the 517 square mile area of Loudoun County which is home to more than 100,000 residents.

##### **Existing facilities and capacities**

Town services are provided from several locations in Leesburg. As of 1997, general government offices, the Council chambers, and the police department were housed in the 30,000-square-foot municipal government center that opened in 1990 in downtown Leesburg. A three-story, 387-space public parking structure located adjacent to the government center opened in 1991. The municipal building-parking complex was a major infill development in the heart of the Old and Historic District and was the subject of an international design competition funded in part by the National Endowment for the Arts. The \$10.7 million complex won an Urban Design Award of Excellence from the American Institute of Architects in 1992. The government center houses administrative staff offices and meeting spaces for the Town Council and various appointed boards and commissions. Some office space is also made available to not-for-profit agencies that provide community services in Leesburg.

Leesburg's utility, street maintenance functions and equipment maintenance shop are housed in a 13,600-square-foot facility completed in 1989 and located on the south side of East Market Street (Route 7) adjacent to the Town's water pollution control facility (sewage treatment plant). The water treatment plant, built in 1983, is located on the north side of Edwards Ferry Road just outside the town corporate limits, near the Potomac River.

The other major town facility is the \$6.5 million Ida Lee Recreation Center located in a 138-acre park on North King Street at the northern edge of Leesburg. The 38,172-square-foot facility, which opened in 1990, includes a gymnasium and indoor swimming pool. It is adjacent to the county's Rust Library.

As of December July 1, 1995, the town's full- and part-time work force was equivalent to 190 full-time positions. About one-third of those employees work in the downtown municipal government center.

#### Existing and appropriate level of service (LOS)

The level of service for general government functions is highly elastic in that a core staff of personnel and office space is needed whether the population is 4,000 or 40,000. The present administrative square footage to population ratio is 1,500 square feet per 1,000 population. This ratio could fall to as low as 700 square feet per 1,000 population before serious space problems would arise. At the current and projected rate of growth of 1,000 new residents per year, existing general government facilities will be adequate until around the year 2007.

**Table 5.1**  
**Municipal Government Center Level of Service**

Year	Municipal Government Center (sq. ft.)	Population	Facility Square Feet to 1000 Population (Level of Service)
1995	30,000	21,000	1,429
2000	30,000	25,700	1,167
2007	30,000	33,333	900

#### Planned improvements

No additional administrative facilities are proposed through 2005.

#### Additional sites and facilities needed to maintain/achieve appropriate LOS

The existing 30,000 square foot municipal government center can be expected to be adequate until about the end of the next decade (about 2010). The move of the Police Department from the third floor to the new Police Headquarters facility in 1997 will make another 7,500 square feet available for general governmental purposes. After 2010, larger Council Chambers and other public gathering facilities will be needed to accommodate the greater public participation likely at official meetings. The planning and funding process for appropriate space expansion should begin at least three to five years prior to the year the enlargement is required. Therefore, concept, design, and funding measures should begin around the year 2005.

Intergovernmental coordination

Leesburg is located in the heart of Loudoun County. As a town, Leesburg is dependant on the county for a variety of services. Therefore, the county owns land in the town for a variety of services as indicated below:

Purpose	Acreage
General Government	26
Schools	167
<b>TOTAL</b>	<b>193</b>

Loudoun County owns approximately 193 acres of land within Leesburg. Of this total, the county school board controls 167 acres, mostly in public school sites. The County Board of Supervisors controls the remaining 26 acres. The Loudoun County jail, located in downtown Leesburg next to the court complex, is primarily a holding facility for persons awaiting trial and for detention of those serving sentences of up to two years. Plans are developing to expand the facility or to move from the present location.

Several county facilities are located on an 88-acre county owned tract just outside the town limits near the municipal airport and are served by town utilities. They include a vehicle maintenance facility, the fire and rescue training center, the central computer facility, a youth shelter, and temporary housing for families transitioning out of homeless status. The county is planning to construct a regional juvenile detention facility at this location.

In recent years the county has explored various options for consolidating its government operations in a single facility, either in or outside Leesburg. The town has strongly supported retention of the county government offices in Leesburg.

**PUBLIC UTILITIES**

Public utilities in the context of this chapter include the Town's water treatment plant, three water wells and the Leesburg Water Pollution Control Facility (sewage treatment plant).

**Water Supply and Demand**Town role/responsibilities

The town is responsible for procurement, treatment and distribution of potable water within the town limits. Within the Urban Growth Area, the town has the option of providing service or allowing another provider (See Element 1).

Existing demand (based on current population and development)

The 1994 average daily water demand generated by both residential and non-residential uses was 2.7 MGD (average usage for the entire year) which equates to a rate of 126 gallons per capita per day (estimated service population of 21,146). Table 5.1 illustrates the existing and proposed capacities and demands. In 1994, Leesburg supplied public water to approximately 6,639 customers (customer is defined as a single service connection).

Existing facilities and capacities

The Potomac River is the town's chief source of water and the ultimate point of discharge for the town's treated wastewater. Public water supply is available from the Potomac River and three wells. Water is treated at the Kenneth B. Rollins Memorial Water Filtration Plant. The safe yield of the town's water system is 4.7 MGD with the water treatment plant contributing 4.0 MGD and the wells 0.7 MGD. The location of existing facilities is shown on Map 5.1.

**Table 5.2**  
**Water Supply and Demand Projections**

Year	Production Capacity	Average Day Demand*	Maximum Day Demand
1994	4.7 MGD	2.7 MGD	4.10 MGD**
1995	4.7 MGD	2.9 MGD	4.14 MGD**
2000	5.7 MGD	3.1 MGD	4.54 MGD***
2010	8.0 MGD****	4.0 MGD	6.70 MGD***
*Based on current Planning Department population projections, assuming no service beyond the current corporate limits. **Actual ***Projected @4% annual growth ****Anticipated expansion to be 8 to 10 MGD Note: The water treatment plant must be capable of meeting maximum day demand flows.			

The town's water system is comprised of three separate pressure zones: the main zone; western pressure zone; and the Sycolin pressure zone (Rt. 643). There are currently 87 miles of waterlines within the town's distribution system. Portions of this system must be upgraded in order to optimize the delivery of water from the source to points of consumption.

Existing and appropriate level of service (LOS)

The level of service for potable water is defined in the Design and Construction Standards Manual (DCSM). The system is designed in accordance with these standards. Additional facilities will also be subject to these standards. General standards include the following:

- The system is to be designed to provide maximum day demand with fire flow applied simultaneously.
- Water quality shall be in accordance with the standards of the Virginia Department of Health.

Planned improvements

The 1987 Water and Sewer Master Plan includes water system demand projections and recommended system improvements. In addition to the waterline improvements, three additional water storage tanks, one new water booster pumping station and upgrade of the water filtration plant are required by the year 2010. These projections were updated by the town Utilities Department in 1991 to reflect current and anticipated growth rates.

Additional sites and facilities needed to maintain/achieve appropriate LOS

The Rollins Water Treatment Plant was expanded to 5.0 MGD through the installation of an additional high duty pump in 1996. Table 5.2 indicates the additional treatment and distribution capacities needed to serve anticipated growth within the existing town limits. Higher levels of demand would be expected if water service is extended outside the town on a large-scale basis.

Intergovernmental coordination

Coordination in planning and constructing the public water system may be required by the following agencies:

- Loudoun County ( Planning and Development Departments): Within the Urban Growth Area only
- Virginia Department of Health and Department of Environmental Quality
- Maryland Department of Natural Resources (Potomac water withdrawal permits)

**Sewer Service**

Town role/responsibilities

The town is responsible for collection, treatment, and disposal of sewage within the town limits. Within the Urban Growth Area, the town has the option of providing service or allowing another provider (See Element 1) .

Existing demand (based on current population and development)

The "201 facilities planning area" is comprised of 10 subwatersheds approved by the State Water Control Board in the early 1980's as a reasonable sewer service area for the Town of Leesburg. It is so called in reference to Section 201 of the Clean Water Act, under which localities proposed the facilities that would be needed to meet water quality standards. The planning area is roughly equivalent to the town and its Urban Growth Area, plus the Dry Mill Branch subwatershed extending west of Leesburg.

Existing facilities and capacities

The 1987 Water and Sewer Master Plan includes wastewater flow projections and identifies the improvements to the existing 76 miles of sanitary sewer mains required to serve both the existing corporate limits and entire "201 facilities planning area." These projections were updated by the town Utilities Department in 1991 to reflect current and anticipated growth within the service area.

Existing and appropriate level of service (LOS)

The level of service for sewage treatment, collection and disposal is defined in the Design and Construction Standards Manual (DCSM). The system is designed in accordance with these standards. Additional facilities will also be subject to these standards. General standards include the following:

- The system is to be designed to comply with the Virginia National Pollutant Discharge Elimination System Permit authorizing the discharge of pollutants, under prescribed conditions, to State waters pursuant to the Virginia State Water Control Board, Regulation 6.
- Effluent quality shall be in accordance with the standards of the Virginia State Water Control Board.

### Planned improvements

Table 5.3 shows the capacity of the Water Pollution Control Facility (WPCF) with projected expansions through the year 2010, and the average daily flows associated with population growth projected for the current service area (i.e., within the corporate limits).

**Table 5.3**  
**WPCF Capacity and Demand Projections**

Year	WPCF Capacity	Average Day Flows*	Peak Quarterly Flows
1994	2.5 MGD	2.6 MGD	3.0 MGD
1995	4.8 MGD	2.7 MGD	3.5 MGD
2000	6.0 MGD	3.1 MGD	5.4 MGD
2010	10.0 MGD	4.0 MGD	8.5 MGD

\* Based on current Planning Department population projections, assuming no service beyond current corporate limits.  
Note: The Virginia Dept. of Environmental Quality requires plant expansion plans when peak quarterly flows meet or exceed 95% of capacity.  
Expansion of the Leesburg WPCF is done.

### Additional sites and facilities needed to maintain/achieve appropriate LOS

Flows higher than those described above would be expected if sewer service is extended outside the town on a large-scale basis. If the population of the entire service area grows at a rate of 2.5 percent per year, the WPCF would have sufficient capacity to the year 2015.

### Intergovernmental coordination

Coordination in planning and constructing the public sewer system may be required by the following agencies:

- Loudoun County ( Planning and Development Departments): Within the Urban Growth Area only
- Virginia Department of Health and Department of Environmental Quality
- Maryland Department of Environmental Quality (Potomac discharge permits)

## **SOLID WASTE COLLECTION AND DISPOSAL**

### **Town role/responsibilities**

Solid waste services involve two components, collection and disposal. Leesburg presently contracts with a commercial refuse service for solid waste collection. Approximately 90% of the residences and 85% of the commercial businesses in town are serviced under this contract; the remainder utilize private haulers.



**Existing demand (based on current population and development)**

The quantity of solid waste generated by the town in 1995 was just over 31,000 tons per year. This quantity is expected to increase as indicated in Table 5.4. Efficiency of disposal would benefit from achieving 20 to 30 percent recycling over the next 5 to 10 years.

**Table 5.4**  
**Solid Waste Generation Projections**

Year	Total Waste Stream (tons) Per Year	Population	Tons Per Year Per Resident	Percent of Waste Stream Recycled
1991*	24,264	16,200	1.5	4%*
1995	31,500	21,000	1.5	24%**
2000	38,550	25,700	1.5	25%
2005	46,350	30,900	1.5	30%

Notes: This table is interpolated from data contained in the June 1991 Solid Waste Management Plan. It is recognized that there is not an exact correlation between tons per year per resident and the growth of the town waste stream. However, this methodology provides a reasonable estimate of the size of the future waste stream.

\* 1991 recycling is actual

\*\*1995 is estimate by Graysons Refuse, Inc.; 2000 and 2005 are goals

**Existing facilities and capacities**

The town does not maintain any solid waste disposal facilities, nor are there any disposal sites within the town. The Loudoun County landfill located just south of Leesburg is the primary disposal site for the town.

**Existing and appropriate level of service (LOS)**

Twice-weekly curbside collection is provided to single-family residences and some multi-family units. One of two weekly collections is limited to recyclable items, including glass, certain plastics, aluminum and steel cans, newspapers and magazines. Commercial uses and the majority of multi-family uses utilize on-site dumpsters which are emptied using front-loading trucks. Good access to dumpsters by collection equipment is crucial to minimizing collection costs. New development should adhere to dumpster location and access standards of the town to help reduce collection costs.

**Planned improvements**

Increases in the proportion of the waste stream which is recycled is the major planned improvement in the Town's solid waste program. This effort will ultimately reduce the Town's waste disposal costs compared to minimal recycling efforts.

### **Additional sites and facilities needed to maintain/achieve appropriate LOS**

No additional sites or facilities are required to be provided by the town. Additional collection equipment will be required as development and population increase in accordance with the estimates in the Solid Waste Management Plan.

### **Intergovernmental coordination**

The town should coordinate with Loudoun County concerning the status of the growth of the Town's waste stream, recycling efforts, and the County's landfill capacities and life expectancies. Since disposal is a major factor in the cost of solid waste services, it is in the Town's interest to minimize the cost of disposal through participation in Loudoun County's solid waste management planning.

## **PUBLIC SAFETY**

Public safety includes police protection, fire protection and rescue service. Leesburg maintains a town police force, while fire protection and rescue services are provided substantially by private volunteer entities.

### **Fire and Rescue Service**

#### **Town role/responsibilities**

Fire and rescue services are provided by the private sector, mostly by volunteers with oversight by and responsibility of Loudoun County. The Leesburg fire and rescue squads receive limited financial support from both the town and the county.

#### **Existing demand (based on current population and development)**

The emergency rescue needs of the Leesburg area are served by the Loudoun Rescue Squad which serves an area of 150 square miles and a population of 45,000. The rescue squad is a voluntary, donation-supported organization of nearly 100 members, currently housed in an 8,000-square-foot facility on Catocin Circle. The Loudoun Rescue Squad answered more than 2,700 calls in 1996.

The Leesburg Volunteer Fire Company serves the town and surrounding area. One of 13 volunteer fire companies in Loudoun County, it has about 75 volunteer members. In 1996 it answered over 1,100 calls.

#### **Existing facilities and capacities**

The fire company has been located on 1.5 acres on Loudoun Street, S.W. since 1967. A second fire station located on Plaza Street will be operational in early 1998. Present and funded facilities are expected to be adequate to meet increased demand for the next several years.

Existing and appropriate level of service (LOS)

Leesburg recently received a state fire protection rating of Virginia third class and a national rating grade 5. Both ratings are excellent for a town. Daytime response time averages 5-6 minutes, which falls within the National Fire Protection Association's standard for adequate response time. A 5-minute maximum response time is adopted as the level of service for fire-rescue services.

Planned improvements

The completion of the Plaza Street fire facility is expected by early 1998. No additional facilities are planned at this time.

In terms of organizational structure (e.g. paid and volunteer services), the town acknowledges the existence of a potential movement toward a paid fire department. The town will assess various options and endorse a system that maintains efficiency, morale, and other benefits of the best of volunteer and paid departments.

Additional sites and facilities needed to maintain/achieve appropriate LOS

A third fire-rescue station will be needed in the southeast quadrant of the town in the vicinity of the airport (Godfrey Field). This facility should be in the planning stages by 1998 and operational by 2001.

Intergovernmental coordination

Cost effectiveness of fire-rescue services can be optimized through coordination of future site location planning with Loudoun County-based services. In addition, mutual aid agreements should be maintained and refined between town and county service areas. It is the Town's desire to work with the county toward a system that maintains efficiency, morale, and other benefits of the best of volunteer and paid departments.

**Police Protection**

Town role/responsibilities

The town is responsible for the provision of law enforcement services within the town limits.

Existing demand (based on current population and development)

The town Police Department recorded 904 serious (Part I) offenses in 1995, for a statistical crime rate of 4,284 per 100,000 population. This was a 21.3 percent increase from 1994. The Part I offense summary for the past three years is shown in Table 5.5.

**Table 5.5**  
**Serious Crime Summary (Part I Offenses)**

Offense	1990	1991	1992	1993	1994	1995	1996
Homicide	0	2	1	1	0	2	0
Forcible Rape	3	4	4	8	5	11	6
Robbery	3	15	9	4	12	10	17
Assault	127	129	126	135	133	178	358
Burglary	75	101	91	54	61	69	66
Larceny	491	517	424	408	501	590	619
Motor Vehicle Theft	26	28	41	22	33	44	37
<b>TOTAL</b>	<b>725</b>	<b>796</b>	<b>696</b>	<b>632</b>	<b>745</b>	<b>904</b>	<b>1103</b>
Source: Leesburg Police Department							

Proactive recommendations by the police department concerning environmental design to discourage criminal activity could be incorporated in the site planning review process for new development. Recommendations on exterior lighting, alarm systems, clear sight areas, vehicular access and similar design features could facilitate law enforcement efforts.

The neighborhood character of the town calls for other proactive measures including a "community policing" philosophy. This philosophy requires the formation of a partnership between the police (the department as well as individual officers) and law-abiding citizens and business owners for the purpose of providing permanent solutions to problems to enhance the quality of life in the town.

#### Existing facilities and capacities

The police force is housed in a new police headquarters facility located on Plaza Street in the new public safety complex. As of July 1997, the police force had 47 sworn uniformed police officers, 35 squad cars, and five specialty vehicles.

#### Existing and appropriate level of service (LOS)

In 1994, Leesburg had about .25 square feet of facility space per capita of population and provided approximately one law enforcement officer for every 532 residents. If the LOS remained at the present level, an additional 5,300 square feet of office space and an additional 20 officers would be required by the year 2005 (See Tables 5.6 and 5.7). Otherwise, the level of service would deteriorate as indicated in the tables. The level of police services should be evaluated to determine the appropriate level of service within the next several years.

**Table 5.6**  
**Facility Needs Projections**

Year	Facility Square Feet		Population	Facility Square Feet to Per Capita (Level of Service) (If Square Feet Remained at 10,000)
	Constant (Based on 1994 Actual)	If LOS Remained at .25		
1994	7,500	7,500	20,200	0.37
2000	7,500	9,542	25,700	0.29
2005	7,500	11,473	30,900	0.24

**Table 5.7**  
**Officer Needs Projections**

Year	Number of Officers		Population	Population Per Officer (LOS)
	Constant (Based on 1994 Actual)	If LOS Remained at 1994 Level of 612		
1994	38	38	20,200	532
2000	38	48	25,700	676
2005	38	58	30,900	813

#### Planned improvements

No increase in facility capacity is anticipated in the near future , however, the town will continue to implement its community policing philosophy.

#### Additional sites and facilities needed to maintain/achieve appropriate LOS

The new police headquarters facility indicated above will maintain an appropriate facilities LOS over the next decade.

Applying a widely-used standard of two officers per 1,000 residents, the police force would need to expand by an additional two officers per year to serve the Leesburg population projected through the year 2000. This equates well with the need for additional officers set forth in Table 5.7.

#### Intergovernmental coordination

The Loudoun County Sheriff's Department has its principal offices in Leesburg, and a regional office of the Virginia State Police is located in town. While these agencies have specific jurisdiction over certain matters, primary law enforcement responsibility in Leesburg remains with the town's Police Department. The town police, sheriff's office and state police cooperate in responses and investigations as needed.

## **LIBRARY FACILITIES**

### **Town role/responsibilities**

The county provides library services within the town. The town supplements county library services with the Town-operated Thomas Balch Library which provides unique, specialized services in the areas of local history and genealogy.

### **Existing demand (based on current population and development)**

The demand for library services is presently well within the facility size and volume complement of the two libraries within the town.

### **Existing facilities and capacities**

Rust Library, which opened in January 1992, is the primary library facility in Leesburg. Located adjacent to Ida Lee Park, the library is a one-story, 22,000-square-foot facility containing approximately 72,000 volumes including an audiovisual service. The collection size at the Rust Library is rapidly approaching its 75,000 volume capacity. The Rust Library is a part of the county library system.

Thomas Balch Library provides limited and unique services. This 3,600 square foot facility is located in downtown Leesburg. It was the primary library facility prior to the opening of Rust Library. The 6,000-volume facility is now an archive used exclusively for local history and genealogy. The Town of Leesburg assumed responsibility for operating and maintaining the Balch Library in 1994.

### **Existing and appropriate level of service (LOS)**

The current Virginia Library Board (VLB) recommended standards for calculating library space needs adopted by the Loudoun Library Board of Trustees are .6 square feet per person and 3.0 volumes per person. The following chart shows the space and volume requirements for a service population of 21,000, which is approximately the population of the Greater Leesburg Area as of the end of 1993. The ultimate combined capacity of the Rust and Balch libraries - - 75,000 volumes - - would accommodate a service area population of 31,200.

**Table 5.8**  
**Library Space and Capacity**

	<b>FLOOR SPACE</b>	<b>VOLUMES</b>
<b>Required</b>	12,600 sq. ft.	63,000
<b>Existing</b>	24,725 sq. ft.	72,000
<b>Projected</b>	24,725 sq. ft.	75,000
Note: The county does not include and/or rely on Thomas Balch Library to meet the state standards for facilities and collections. Therefore, the 31,000 population service capacity of the two libraries applies only to the town.		

### **Planned improvements**

An expansion of the Balch Library is planned for FY1999. The 3,400 square foot addition will nearly double its present size to 8,000 square feet. This addition will increase its capacity to over 10,000 volumes and add community meeting space.

### **Additional sites and facilities needed to maintain/achieve appropriate LOS**

No additional sites and facilities are needed at this time. The number of volumes will be added to assure the needs of the town are met. Technological advances in the storage and easy retrieval of information should be monitored and implemented where appropriate. Technologies such as digital storage, use of online communications and data base services will reduce the floor area requirements for the storage of books, periodicals, and research materials.

### **Intergovernmental coordination**

Close coordination of the administration of the Thomas Balch Library should be maintained with the Loudoun County library system.

## **EDUCATION**

### **Town role/responsibilities**

In accordance with their annexation agreement with the county, the town is responsible for providing sites and safe vehicular and pedestrian access to Loudoun County schools located within the town. The county is also responsible for forecasting demand for new schools through tracking development activity and applying various demographic forecasting techniques within the town. The town monitors the County's school system planning and implementation process, and assists in areas set forth in adopted agreements, such as the Annexation Area Development Policies (AADPs).

Beyond the public school system, the town promotes higher educational opportunities within or near the town to enhance the quality of life and economic development opportunities of residents and businesses.

### **Existing demand (based on current population and development)**

The existing demand for public facilities is set forth in Table 5.9 in the column titled 1995-96 enrollment. Enrollment during that period was 2,227 elementary, 987 middle, and 1,116 high school students.

**Table 5.9**  
**School Capacity**

SCHOOL	1996-97 Program Capacity	1996-97 Enrollment	Available Space	Utilization Rate
<b>Elementary</b>				
Balls Bluff	665	429	236	65%
Catoctin	717	711	6	99%
Cool Spring	732	602	130	82%
Leesburg	630	604	26	96%
Evergreen Mill (under construction)	0	0	0	0%
<b>Total</b>	<b>2,744</b>	<b>2,346</b>	<b>398</b>	<b>86%</b>
<b>Middle</b>				
J. Lupton Simpson	1,118	1,094	24	98%
<b>High</b>				
Loudoun County	1,367	1,259	108	92%
<i>Source: Loudoun County Public Schools, 1997-98 Capital Improvement Program</i>				

## Existing facilities and capacities

### Public Schools

Leesburg public schools include three elementary schools, a middle school, a high school, and specialized education facilities. The four elementary schools have a combined 1995-96 capacity of 2,763 students. The middle school has a capacity of 1,118, and the high school has a capacity of 1,346 students.

In addition to these regular schools, two special public learning centers are located in Leesburg:

- Charles S. Monroe Technology Center: A learning center providing vocational training programs for Loudoun students in grades 11 and 12
- Douglass School: A facility providing special education and an alternative learning environment for all students.

### Private Schools

Pre-school and kindergarten programs are offered by a number of churches and others in the private sector in Leesburg.

A number of accredited private schools with either K-8 or K-12 programs are located in Leesburg and



Loudoun County. The Loudoun Country Day School is located in northwest Leesburg, St. Theresa School (K-8) is located in Ashburn Farm, and the Leesburg Christian School is just south of town. Foxcroft School, the Hill School, and Notre Dame Academy are private schools located in the Middleburg area south of Leesburg.

### Higher Education

The Northern Virginia region has excellent college and university resources:

- Shenandoah University of Winchester conducts undergraduate and graduate business degree programs as well as graduate education degree programs in the Jewell Building on Catocin Circle, S.E. in Leesburg.
- George Mason University is located in Fairfax County, 20 miles southeast of Leesburg. The University of Virginia and Virginia Polytechnic Institute & State University conduct graduate degree programs at satellite facilities in Annandale, also about 20 miles southeast of Leesburg.
- George Washington University of Washington, D.C., has recently established a Northern Virginia campus for graduate business programs on a Loudoun County site at the intersection of Routes 7 and 28, about 15 miles east of the town.
- Northern Virginia Community College has an undergraduate campus in Sterling on Route 7 about 10 miles east of Leesburg.
- Strayer College, a private business and graduate college, has a facility between Ashburn Village and Sterling, on Route 7, 8 miles east of Leesburg.

### **Existing and appropriate level of service (LOS)**

The pupil generation factors used by school planners and school site standards adopted by the county Board of Supervisors are shown in Table 5.10.

**Table 5.10**  
**County School Board Standards**

County School Board Standards				
A. School Site Standards		Minimum Site Size*		Student Capacity
Elementary (K-5)		20 acres		750
Middle (6-8)		35 acres		1100
High (9-12)		60 acres		1350
*Includes space for playing fields				
B. Pupil Generation Factors (Pupils per Dwelling Unit)				
Housing Type	Elementary (K-5)	Middle (6-8)	High (9-12)	Grades K-12 total
Apartments	0.15	0.04	0.04	0.23
Townhouses	0.31	0.12	0.11	0.54
Single-family	0.39	0.14	0.17	0.70
Sources: Loudoun County Public Schools 1996 Virginia-County of Loudoun School Census Report				

Additionally, the town realizes it is in the students and families best interest to attend school in the communities within which they reside. Toward this end, the town desires that all students who live within the town have the opportunity to attend public schools located within the town.

### Planned improvements

The Superintendent's Preliminary 1997-2002 Capital Improvements Program for the Loudoun County Public Schools contemplates the need for several new school facilities in Leesburg during that planning period as listed below:

- A new elementary school, to open in September 1998
- A new middle school, to open in September 1999 (Potomac Station/Harper Park)
- A new high school and another new elementary school, to open in September 2003

### Additional sites and facilities needed to maintain/achieve appropriate LOS

Future demand for school facilities is based primarily upon projected residential growth and the number of school-aged children it may generate. Table 5.11 depicts projected enrollment for each school.

**Table 5.11**  
**School Capacity and Projected Enrollment**

SCHOOL	1996-97 Program Capacity	1997-98 Enrollment	Available Space	Utilization Rate
<b>Elementary</b>				
Balls Bluff	665	482	183	72%
Catoctin	717	767	-50	107%
Cool Spring	732		82	89%
Leesburg	630	634	2	100%
<b>Total</b>	<b>2,744</b>	<b>2,527</b>	<b>217</b>	
<b>Middle</b>				
J. Lupton Simpson	1,118	1,225	-107	110%
<b>High</b>				
Loudoun County	1,367	1,314	53	96%
<i>Source: Loudoun County Public Schools, 1997-98 Capital Improvement Program</i>				

Table 5.12 summarizes the comparison of the capacity of existing schools with enrollment projections.

**Table 5.12**  
**Capacity and Demand Projections,**  
**Public Schools in Leesburg**

School Level	Program Capacity of Existing Schools	2001-2002 Projected Enrollment
Elementary*	2,744	3,093
Middle**	1,118	2,159
High	1,367	1,344

*Source: Loudoun County Public Schools, 1997-98 Capital Improvement Program*  
*\*Including the new Leesburg South elementary school, combined program capacity will become 3,544*  
*\*\* Including the new Potomac Station/Harper Park Middle School, combined program capacity will become 2,218; 2001 enrollment includes new Potomac Station/Harper Park Middle School*

Public schools within the municipal boundaries of Leesburg serve residents both of the town and of outlying areas in the county. Thus, overall population growth in the Leesburg area will influence the need and timing for additional schools.

In its 1984 annexation agreement with Loudoun County, the Town of Leesburg agreed to acquire six school sites for the county--four elementary, one middle, and one high school site. These needs were based on the projected ultimate residential development potential of the annexed area. Three of these sites have subsequently been acquired: the Cool Spring and Potomac Crossing elementary school properties and a middle school site in the Harper Park development in eastern Leesburg.

### **Intergovernmental coordination**

The town coordinates with both the Loudoun County Planning Department and the Loudoun County School system in order to proactively influence the need for and location of new schools to assure maintenance of the desired level of service.

## **COMMUNICATIONS ANTENNAE**

### **Town Role/Responsibilities**

The town provides communications systems for its police and public works functions. However, this section focuses on communications antennae systems (antennae, towers, monopoles, and appurtenant facilities) which serve private business and personal communications providers. Such antenna systems are considered to be "public facilities" pursuant to Section 15-456 of the Code of Virginia. Therefore, the town has both the

authority and responsibility for assuring that business and personal communications antennae:

- Provide the least possible negative impact to surrounding areas.
- Are permitted to the extent that communications services within the town are not encumbered, that demand for these services is met as summarized in the following section, adequate service capacity exists, and new technologies are encouraged.

**Existing demand (based on current population and development)**

There is substantial growth in consumer and business demand for mobile communications. The Federal Communications Commission approved additional radio frequencies to serve new providers in the area. Therefore, the town should expect several requests in the near future for additional antennae, if not for additional tower sites. With the current technology, the town may expect requests for 10 or more additional antennae sites.

**Existing facilities and capacities**

Existing telecommunication antenna locations are on the following page:

**Table 5.13**  
**Inventory of Communications Antennae in the Town**

Antennae Owner or User	Antennae Owner or User
<b>Private/Semi-Public</b>	
Loudoun Hospital	Federal Aviation Administration
Bell Atlantic Telephone	Virginia Power
Cablevision of Loudoun	
<b>Town/County/Emergency Services</b>	
Health Department, Office on Youth & School Administration	Sheriff's Office
Mental Health	Loudoun County Service Authority
Loudoun County Animal Shelter	County Administration
Leesburg VFD	Courts Complex
Fox Ridge Park	Valley Bank Building
General Registrar	General District Court
Bank of Loudoun Building	Community Diversion
Brandon Park	Carrvale Park
Loudoun VRS	Shenendoah Square
Douglass Community Center	Plaza Street Park
Rust Library	Charles Monroe Vocational
Loudoun County High School	Douglass Support
Leesburg Elementary	Catoctin Elementary
Cool Springs Elementary	Simpson Middle
Balls Bluff Elementary	Douglass School

These existing sites provide capacity for additional antennae as indicated in the last column. Such additions are subject to the policies set forth at the end of this element, and all implementing ordinances and procedures.

#### **Existing and appropriate level of service (LOS)**

Level of service for the location of new antennae system is consistency with the locational criteria of town as set forth below while facilitating state of the art communications services to meet demonstrated demands of businesses and residents of the area.

### **Planned Improvements**

The newest technology in wireless phone communication is digital that operates in the 1850 to 2200 MHZ band, and requires facilities spaced 1.5 to 2 miles apart. Former technology required spacing 4 to 5 miles apart. Therefore, the town can expect this newer technology to result in several requests for antenna sites.

### **Additional sites and facilities needed to maintain/achieve appropriate LOS**

Based on a 1.5 mile grid over the town and assuming each site accommodates all providers, a total of six sites would theoretically be required for full coverage of the town. However, several factors influence the practical number of sites:

- New antennae may theoretically be located on several existing structures.
- Most existing structures have a limited antenna capacity that may not accommodate all service providers, and limited height that may not provide satisfactory performance.
- There may be more service providers than capacity of available sites to accommodate them.

Since additional sites for antennae systems may be requested, it is appropriate for the town to have design and locational criteria to assure compatibility with surrounding uses and structures. Reasonable design and locational criteria include the following:

1. A reasonable height limitation.
2. Guidance as to the design of the antenna and supporting structure to encourage blending and compatibility with the surrounding area.
3. Encouragement to locate antennae on existing supporting structures to the extent possible.
4. Discouragement of locations in or near the Old and Historic District and residential areas.

### **Intergovernmental Coordination**

Close coordination needs to be maintained between the town and Loudoun County relative to proposed antennae sites within one mile of either jurisdiction.

## **COMMUNITY SERVICES**

### **Community Services, Generally**

Community services encompass health care, child care, youth services, senior services, mental retardation, physical disabilities, and mental health. These services are provided by Loudoun County and the private sector as indicated in Table 5.14, on the following page:

**Table 5.14**  
**Community Service Providers**

<b>Loudoun County</b>	<b>Private Sector</b>
Youth services	Hospital services
Senior services	Child care
Mental retardation	Mental health
Physical disabilities	
Mental health	

The town encourages both the county and the private sector to continue providing these services.

### **General Medical Facilities**

Loudoun Hospital Center, one of the area's major employers, will open its new hospital campus in Lansdowne, six miles east of Leesburg, in the last quarter of 1997. Functions of this Lansdowne facility include:

- The acute care facility (80 bed, short-term, inpatient care - reduced from the present 119 bed capacity)
- Operating rooms
- Testing facilities, including radiology

About 54,000 of the 144,000 square feet of the existing Leesburg facility is planned to be used for:

- A 100 bed long term care facility
- A 12 bed psychiatric facility
- Urgent care facilities
- Administrative offices for the entire Loudoun Healthcare operation

The vacated 90,000 square feet of the Leesburg facility is planned to be used primarily for:

- A variety of senior care services
- Primary and ambulatory care facilities

The Town of Leesburg has long supported retention of the main, full service, hospital facility within the town. The relocation of the emergency acute care facilities from the center of the town to over six miles away (a minimum of 10 minutes under non-rush hour conditions) will reduce the present emergency response time for the residents of the town. Other acute care facilities which could serve Leesburg are located in Reston, 20 miles to the east, and Winchester, 35 miles to the west.

In addition, Loudoun Healthcare, Inc., parent company of the hospital, operates a number of general and specialized medical facilities in the Countryside area of eastern Loudoun near Leesburg. These include:

- An ambulatory surgery center
- Loudoun Cancer Care Center offering radiation and chemotherapy
- Sterling/Dulles Imaging and MRI Center
- Medex Immediate Care, a walk-in clinical facility

### **Other Health Care Facilities**

#### **Skilled Care Nursing**

Heritage Hall, a 164-bed nursing home, is located on Morven Park Road adjacent to the Loudoun Hospital Center property.

#### **Assisted Living Elderly Care**

Two private facilities in Leesburg provide a total of 97 residential units offering assisted living care for the elderly.

## **GOALS AND OBJECTIVES**

### **Goals**

#### **General Government Facilities**

- Provide adequate and conveniently located space to serve the general government needs of town residents businesses, and visitors in a cost effective and efficient manner.
- Assure that new development provides its fair share contribution to general government facilities as set forth in other sections of this Chapter.

#### **Potable Water**

- Plan for and provide a reliable, safe, and cost effective supply of potable water to town residents.

#### **Sewer Service**

- Plan for and provide a reliable, safe, and cost effective system for collection, treatment and disposal of sewage for town residents.

#### **Solid Waste Service**

- Maintain the existing level of service of solid waste collection (in terms of frequency of collection and growth of proportion of recyclables) at the lowest possible cost.

#### **Fire-Rescue**

- Encourage the county to provide cost effective fire-rescue services, response times, and facility locations.



### Police

- Provide cost effective police protection services to maintain or reduce the current rate of serious crimes and other violations of the laws of the town.

### **Objectives**

- Promote efficient utilization of existing community facilities.
- Provide community facilities in the most cost-effective manner.
- Promote well-designed, attractive community facilities.
- Retain Leesburg as the county seat and primary location of county governmental and judicial facilities.
- Develop and maintain long-range financial plans and sound fiscal management techniques.
- Provide for necessary capital improvements through a long-range planning process.
- Maintain fiscal integrity and preserve a favorable bond rating for the town.
- Provide and maintain a financially sound utility system.
- Provide solid waste collection service in an equitable and cost-effective manner.
- Consider privatization of services where cost-effective.

## **IMPLEMENTATION PROGRAM**

### **Implementation Tools**

The public services described in this Element are essential to the continuing economic prosperity and exceptional quality of life of the town. The levels of service specified in this Element are reasonable, existing standards that must be maintained despite substantial development activity.

The provision of these services cannot be borne by the taxpayers, alone. Residential development, especially, does not pay its own way through real property taxes. Therefore, a variety of alternative revenue sources must be encourage through the development process in order to maintain the desired levels of service without increasing residential tax rates.

One or more, or a combination of the following alternative measures will be considered for each rezoning and development application proposed in the town:

### Proffers

Proffers are voluntary commitments a developer makes to the town at the time of rezoning. Proffers may provide for the following impact mitigation measures:

- limit uses or densities, e.g., to transition to lower densities near low density development
- phase development, e.g., ensure that the non-residential component of a development is constructed prior to most of the residential component ensure that a property will be designed to certain specifications, e.g. to maintain historical accuracy or provide additional buffers.
- assist in improving the public infrastructure needed to serve new residents or users of the development.
- ensure that a share of the cost of sites, facilities, and services provided by the county are used to serve the new development within the town.

State enabling legislation permits the town to accept cash or in-kind (land or facilities) proffers. Proffers are negotiated on a case by case basis and will vary based on the particular development proposal or location in the town.

### Special Taxing Districts

Special taxing districts are a potential revenue source for capital facilities improvements; however, in Virginia, use of such districts is currently limited to transportation improvements, sewer/water improvements or specific public works projects such as sidewalks or street lighting. A special taxing district provides the authority for an entity to bond for improvements in a particular area of the town. Each property owner in the district pays a surcharge in addition to property taxes to repay the bond debt. The bond is paid back over a number of years, similar to a mortgage. While the town has the statutory authority to create such districts, the town has not elected to do so.

### User Fees

User fees are levied per visit, per activity or per person for use of a variety of services or facilities. User fees are generally used to defray operating costs rather than capital costs. These are levied most often for use of recreation facilities. However, water, sewer, solid waste collection and disposal, and transportation facilities are common recipients of user fees.

### **Policies**

#### Public Services, Generally

- The levels of service set forth herein for the various public services will be the basis for review and approval of development proposals in the town.
- The residential/non-residential land use mix guidelines set forth in the Land Use element will be the basis for evaluating the need for public facilities. Any development proposal which deviates from the specified mix (e.g., change from non-residential use to residential) shall be subject to a fiscal evaluation to determine the impact on town expenses and revenues.
- New development is expected to provide its incremental share of the capital costs of needed land and facilities through appropriate means.

#### General Government Facilities Policies

Town and county government facilities located in the downtown area will continue to contribute significantly to the character of the town. The following policies are intended to ensure that both town and county governments can continue to operate efficiently in Leesburg. Specific policies relating to town finance are also included.

1. The town will work with the county to facilitate the proper location of required public and human service facilities within or adjacent to Leesburg.
2. The town will encourage appropriate expansion of county facilities and encourage their location within the town limits.
3. The town will promote the attraction and retention of appropriate business and industry within the town as a means of enhancing the tax base.
4. The town's annual CIP will be consistent with the Town Plan.

5. The town will encourage retention of the downtown postal substation.

#### Water and Sewer

1. Provide central water and sewer service to all areas of town during the planning period in accordance with the Sewer and Water Master Plan and the annual Capital Improvements Program.

#### Solid Waste

1. Minimize the cost of solid waste collection and disposal.
2. Increase the proportion of the waste stream that is recycled to 25 percent by the year 2000.
3. Participate with Loudoun County in solid waste disposal planning.

#### Fire-Rescue

1. Adopt a level of service of five-minute response time or less for fire-rescue services.
2. Endorse new development (rezonings and development plans) in areas with adequate response time and in fire-rescue service areas with adequate capacity; conversely, promote appropriate mitigation measures for new development lacking adequate response time or response capacity.
3. Coordinate new site and facility locations with Loudoun County-based fire rescue services.

#### Police

1. The town will ensure the safety of its residents by continuing to maintain an adequately sized police force as the town's population grows.
2. Encourage and support Drug Free Zones around schools.
3. Support the establishment and maintenance of Neighborhood Watch programs in residential neighborhoods throughout the town.

#### Communications Antennae

1. Ensure that public communications antennae provide the least possible negative impact to surrounding areas and are permitted to the extent that communications services within the town are not encumbered, adequate service capacity exists, and new technologies are encouraged.
2. Height shall be limited to 150 feet.
3. The antennae shall be of a design that is well integrated into the structure which supports it.
4. The supporting structure shall be designed and situated so that it blends into the surrounding area to the greatest extent possible.
5. Encourage location in the following areas:
  - On existing antennae poles or towers, provided the height is not increased.
  - In commercial and industrial zoned areas at least 10 feet from any public right-of-way and 1,000 feet from any residential zoning district.
  - On public buildings and structures, such as water tank towers, provided the antenna does not increase the total height of the building or existing structure by more than 5 percent. The town may charge reasonable fees for use of these structures and take appropriate measures to eliminate town liability.

6. Discourage location in the following areas:

- In or within 1,000 feet of the Old and Historic District unless such antenna system is:
  - Screened or camouflaged in such a manner as to make it substantially blend into the architecture of the building upon which it is located, or
  - Not seen from offsite from any point five feet above ground level within one mile of the structure as determined by the Board of Architectural Review (BAR).
- In, or within 1,000 feet of any residential zoning district or residential component of a mixed use zoning district.

**Action Program**

All action program items listed below will be carried out by appropriate town staff or others as authorized by the Town Council, unless specified otherwise in the text.

Water and Sewer

1. To ensure that current operating expenses are paid with current revenues, and that capital fees such as pro rata and availability fees are escrowed for the collected purpose and distributed for that purpose, utility rates will be reviewed annually based on the following financial objectives:
  - ensure adequate working capital
  - provide adequate reserve for contingencies
  - ensure appropriate maintenance of the system
  - provide for necessary system improvements
  - retire debt on schedule
2. Reduced utility rates will be continued for the eligible elderly and disabled that qualify under the Town's approved criteria.
3. The town will plan for efficient and cost-effective utility system improvements.
4. The town will consider facilitating water and sewer extensions to serve land recommended for highest priority economic development.
5. Assure that new development pays for all water and sewer facility improvement costs required to serve the new development.
6. Explore the potential for the interconnection of the town water system with the Loudoun County Sanitation Authority water system.

Solid Waste

1. Update and implement the Solid Waste Management Plan.
2. Develop written standards to ensure easy site access by solid waste collection vehicles to apply to site plans of new commercial and multi-family developments.
3. Continue measures to increase public awareness of the benefits of recycling to the community and to individuals.
4. Maintain involvement in the Loudoun County solid waste disposal planning process.
5. Continue to analyze the equity and cost-effectiveness of present solid waste collection and recycling services versus the possibility of the town assuming the collection and disposal responsibility.

Fire-Rescue

1. Determine which areas of the town and urban growth area are outside of the minimum response time level of service. Prepare a separate evaluation with the following scenarios:
  - A. The existing site(s)
  - B. The existing site and any proposed site(s)
  - C. "B" plus an optimum additional location
2. Determine the need and location for a third fire or rescue facility.
3. Encourage pro rata contributions to the fire-rescue system through the rezoning and development permitting process, e.g. create and implement a "fair share" contribution guideline for new development.
4. Ensure that the level of service to new development is evaluated prior to approval.
5. Discourage new development where the level of service cannot be achieved or where a fair share contribution is not made.

Police

1. Assess the need for additional police officers to accommodate public safety needs of a growing town population.
2. Promote the "community policing" philosophy in the police department.

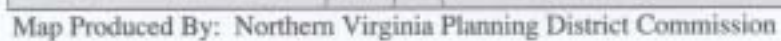
Communications antennae

1. Amend the Zoning Ordinance so that the policies contained in this element relative to communications antennae are effectively implemented.
2. Provide a Special Exception process for consideration of any new public facilities antennae systems.

**Annual Public Services Element Review Criteria**

To evaluate the effectiveness of the Town's public service policies and programs, track the following:

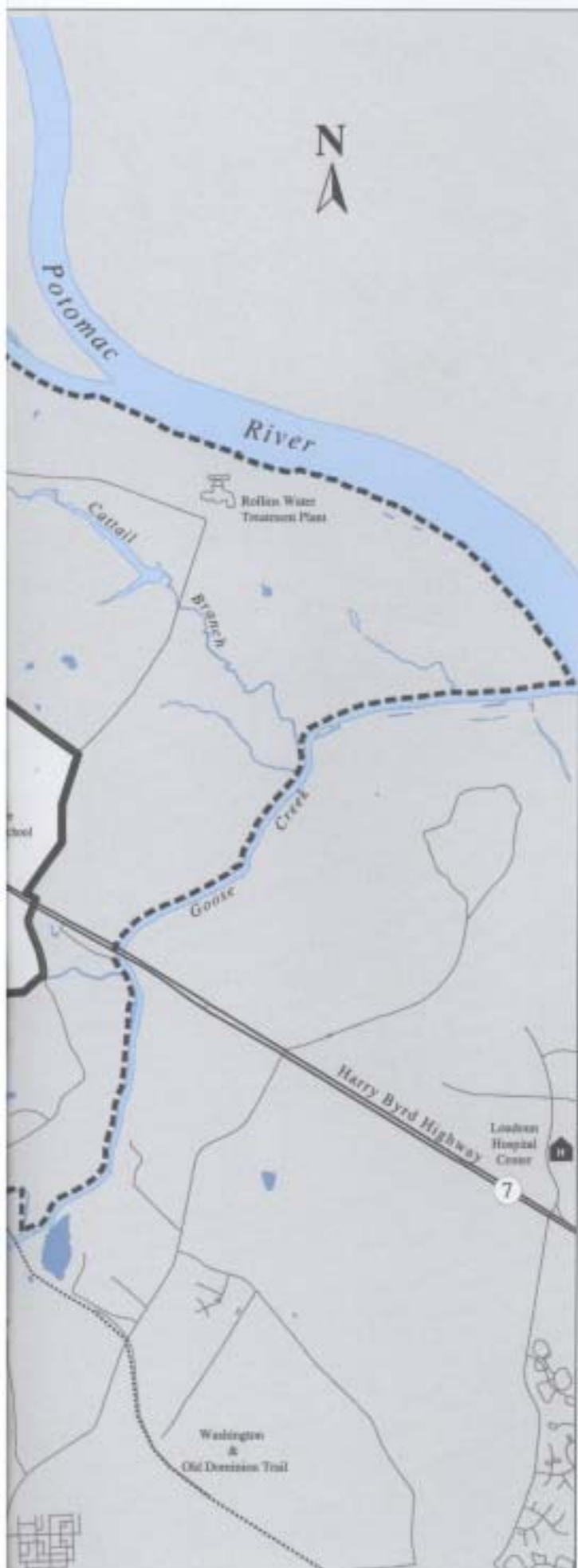
- Per capita water usage and sewage flows.
- Per capita number, location, and type of fire and rescue calls per year and average response times.
- Per capita number, location, and type of police calls per year.
- With assistance from Loudoun County Schools, track the number of new pupils generated by residential development, by dwelling unit type and grade, classroom size and existing and projected proportion of program capacity of each school utilized based on existing and proposed development.
- Updated pupil generation factors based upon new triennial school censuses.
- Additional community facility sites acquired.
- Capital improvements project status.





# The Town of Leesburg in Virginia

## Community Facilities



- |                               |                       |
|-------------------------------|-----------------------|
| Airport                       | Fire Station          |
| Court House                   | Fire/Rescue (Planned) |
| Community Center              | Hospital              |
| <b>Educational Facilities</b> | Library               |
| Elementary School             | Police                |
| High School                   | Rescue Squad          |
| Higher Learning Center        | Town Office           |
| Future Middle School          | Wastewater Plant      |
| Middle School                 | Water Plant           |
| School Board Facility         |                       |
| Vocational/Technical School   |                       |

Note: Refer to the Parks and Recreation Element for the location of parks.

- |               |                       |
|---------------|-----------------------|
| Town Boundary | Urban Growth Boundary |
| Major Roads   | Secondary Roads       |
| Water         |                       |

Scale: One Inch Equals Approximately 3,200 Feet

This map should be interpreted only in conjunction with the appropriate text of the 1997 Town Plan.